

Message Text

CONFIDENTIAL

PAGE 01 MEXICO 03468 01 OF 02 252018Z

73

ACTION ARA-20

INFO OCT-01 ISO-00 PM-07 NSC-07 SP-03 SS-20 RSC-01 CIAE-00

INR-10 NSAE-00 EB-11 SNM-02 AID-20 SPM-01 IGA-02

DRC-01 /106 W

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P R 241846Z APR 74

FM AMEMBASSY MEXICO

TO SECSTATE WASHDC PRIORITY 1353

INFO SECDEF WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 MEXICO 3468

E.O. 11652: GDS

TAGS: PFOR MX

SUBJECT: MEXICO PRE-IG REVIEW OF CASP

SECDEF FOR ASD (ISA)/LTC ENGLE

REFS: A. STATE 077630

B. STATE 079932

1. FOLLOWING ARE COUNTRY TEAM RESPONSES TO REFTELS:

2. ISSUES:

A. INTERRELATION OF THREE MAJOR ISSUES: COUNTRY TEAM (CT) UNCERTAIN AS TO WHAT INTERRELATION PRE-IG FINDS AMONG THESE ISSUES. SOME GOM OFFICIALS HAVE ON OCCASION PROFESSED TO SEE LINKAGE BETWEEN ILLEGAL ENTRY AND NARCOTICS PROBLEMS AND HAVE ADVANCED VIEW THAT A USG CRACKDOWN ON TRAFFICKERS IN ILLEGAL ALIENS WOULD SOMEHOW HELP CURTAIL FLOW OF NARCOTICS AS WELL, BUT WE HAVE NEVER CONSIDERED SUCH A RESULT LIKELY FOR WE DOUBT THAT ILLEGAL ENTRANTS ARE RESPONSIBLE FOR MORE THAN A SMALL FRACTION OF NARCOTICS TRAFFIC ENTERING U.S. GOM (FORTUNATELY) HAS NEVER YET CONDITIONED ITS COOPERATION IN ANTI-NARCOTICS EFFORT TO A MORE FORTHCOMING USG ATTITUDE ON ILLEGAL ENTRANTS, AND WE BELIEVE IT SHOULD

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PAGE 02 MEXICO 03468 01 OF 02 252018Z

BE ONE OF OUR OBJECTIVES IN DEALING WITH GOM TO PRESERVE

THE PRESENT DISTINCTION BETWEEN THE TWO ISSUES. WE ARE EVEN LESS PERSUADED THAT LINKAGE EXISTS BETWEEN ISSUE NUMBER 3 (TRADE) AND EITHER OF THE OTHER TWO. CT THEREFORE UNABLE TO PROVIDE STATEMENT SUCH AS THAT INVITED IN REF A WITHOUT FURTHER AND CLEARER INDICATION OF WHAT PRE-IG HAD IN MIND.

B. ILLEGAL ENTRANTS: CT CONCURS THAT STUDY OF COST TO U.S. OF PRESENT POLICY AND ESTIMATED COST OF MAJOR POLICY OPTIONS WOULD BE WORTHWHILE. CT BELIEVES, HOWEVER THAT SUCH STUDY COULD ONLY BE CONDUCTED IN U.S., WITH PERHAPS MINOR INPUT FROM MEXICO. CT ASSUMES THAT AMONG PRINCIPAL FACTORS WOULD BE IMMIGRATION AND NATURALIZATION SERVICE MANPOWER COSTS AND OTHER EXPENDITURES NOW AND UNDER VARIOUS OPTIONS; ESTIMATED REMITTANCES TO MEXICO BY WORKERS ILLEGALLY IN U.S.; AND -- TO EXTENT THAT SUCH COULD BE QUANTIFIED -- ESTIMATED EARNINGS LOST BY U.S. CITIZENS AND ALIENS LAWFULLY ADMITTED FOR PERMANENT RESIDENCE WHO IN THEORY MIGHT OTHERWISE FILL JOBS PRESENTLY HELD BY ILLEGALS. WITH REGARD TO REMITTANCES BY ILLEGALS, VALID FIGURES MAY BE MOST DIFFICULT TO OBTAIN AT THIS END; SUCH REMITTANCES ARE NOT CARRIED AS SEPARATE LINE-ITEM IN GOM BALANCE OF PAYMENTS STATISTICS AND ARE LIKELY INCLUDED TOGETHER WITH OTHER ITEMS IN "ERRORS AND OMISSIONS" COLUMN (A BOOKKEEPING DEVICE TO RECONCILE RECORDED CURRENT AND CAPITAL ACCOUNT MOVEMENTS WITH ACTUAL CHANGE IN CENTRAL BANK'S RESERVE POSITION).

3. LEVELS OF CONCERN: CT DOES NOT RPT NOT CONCUR IN REDUCTION FROM "MEDIUM" TO "LOW" OF THE LOC'S ASSIGNED TO FIVE INTERESTS MENTIONED PARA 4 REF A. RATHER, CT BELIEVES THERE IS VALID REASON IN EACH CASE FOR MAINTAINING "MEDIUM" PRIORITY ALREADY ASSIGNED:

A. FAIR TREATMENT AND SAFETY OF U.S. CITIZENS AND PROPERTY: WHILE CONCEDED THAT THIS INTEREST PRESENTS NO DRAMATIC OPPORTUNITIES AND ONLY THE CHALLENGE OF AN EVER-GROWING CASELOAD, CT STANDS BY ORIGINAL EXPLANATION OF ASSIGNED LEVEL OF CONCERN ON PAGE 43. SPECIFIC RELEVANT EXAMPLES ARE INCREASE IN US-CITIZEN PRISONER POPULATION IN

CONFIDENTIAL

PAGE 03 MEXICO 03468 01 OF 02 252018Z

MEXICO FROM ABOUT 250 IN LATE 1972 TO MORE THAN 500 CURRENTLY; INCREASE IN CUMULATIVE TOTAL OF US AIRCRAFT CONFISCATED BY GOM FROM 20 IN LATE 1972 TO 84 AT PRESENT; AND NEW AND STRICTER PROVISIONS OF GOM IMMIGRATION LAW RELATING TO RETIRED US CITIZENS RESIDING HERE, WHICH ARE EXPECTED TO COME INTO EFFECT MOMENTARILY. ANY LESSENING OF OUR EFFORT IN THIS REGARD WOULD MEAN POORER SERVICES TO THOSE US CITIZENS WHO REQUIRE IT AND WOULD PRODUCE IMMEDIATE

PROBLEMS IN OUR RELATIONS WITH PUBLIC AND WITH CONGRESS.
(ACCORDING TO REF B, DEFENSE AGREES THAT THIS INTEREST
DESERVES "MEDIUM" PRIORITY.)

B. FAVORABLE DISPOSITION OF MEXICANS TOWARD THE US:
IN VIEW OF THE NEW DIALOGUE RECENTLY INITIATED BETWEEN
THE US AND LATIN AMERICAN COUNTRIES IN AN ATTEMPT TO
RESOLVE SUCH LONG-STANDING ISSUES AS CONDUCT OF MULTI-
NATIONAL CORPORATIONS, TRANSFER OF TECHNOLOGY, AND US TRADE
POLICY TOWARD THE HEMISPHERE, USIS IN ITS ROLE OF PROMOTER
OF BETTER UNDERSTANDING AND ACCEPTANCE OF US FOREIGN
ECONOMIC POLICY BECOMES PARTICULARLY CRUCIAL TO THE ACHIEVE-
MENT OF OUR COUNTRY OBJECTIVES AT THIS TIME. IN ADDITION,
MEXICO HAS SOUGHT -- WITH SOME SUCCESS -- TO ASSUME A LEADER-
SHIP ROLE AMONG COUNTRIES OF THE "THIRD WORLD" AND
ESPECIALLY AMONG DEVELOPING COUNTRIES OF LATIN AMERICA.
MEXICO HAS TAKEN AN ACTIVE ROLE IN PROMOTING THIS CONCEPT
OF A NEW DIALOGUE, AND THE SUCCESS OF THE BOGOTA CONFERENCE
OF 1973 AND THE RECENT TLATELOLCO CONFERENCE IN MEXICO
CITY IN ESTABLISHING THIS DIALOGUE CAN BE ATTRIBUTED IN
CERTAIN MEASURE TO THE PERSONAL EFFORTS OF MEXICO'S
FOREIGN SECRETARY. THE FRIENDLY PERSONAL RELATIONSHIP
THAT EXISTS BETWEEN FONSEC RABASA AND SECRETARY OF STATE
KISSINGER CANNOT BE OVERLOOKED IN THE CONTINUING DEVELOP-
MENT OF THIS NEWLY STARTED HEMISPHERIC DIALOGUE. NEW
DIALOGUE -- REAL COMMUNICATION AT THE MINISTERIAL LEVEL --
SHOULD BE ACCOMPANIED BY REAL COMMUNICATION AT THE PUBLIC
LEVEL; THIS IMPORTANT RESPONSIBILITY FALLS TO USIS MEXICO.

C. ECONOMIC AND SOCIAL DEVELOPMENT OF MEXICO: CT
REITERATES ITS BELIEF THAT GOM'S INITIATION UNDER THIS
ADMINISTRATION OF A FAMILY PLANNING PROGRAM REPRESENTS
A VERY SIGNIFICANT DEPARTURE AND ONE WHICH USG SHOULD
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 MEXICO 03468 01 OF 02 252018Z

CONTINUE TO ASSIST IN DISCREET FASHION, PRIMARILY THROUGH
MULTILATERAL AGENCIES ACCEPTABLE TO GOM AS OUTLINED
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PAGE 01 MEXICO 03468 02 OF 02 252052Z

73

ACTION ARA-20

INFO OCT-01 ISO-00 PM-07 NSC-07 SP-03 SS-20 RSC-01 CIAE-00

INR-10 NSAE-00 EB-11 SNM-02 AID-20 SPM-01 IGA-02

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FM AMEMBASSY MEXICO

TO SECSTATE WASHDC PRIORITY 1354

INFO SECDEF WASHDC

C O N F I D E N T I A L SECTION 2 OF 2 MEXICO 3468

SECDEF FOR ASD (ISA)/LTC ENGLE

IN COURSES OF ACTION ON PAGE 52. (IT WILL BE RECALLED THAT QUESTION OF USG SUPPORT FOR GOM POPULATION PROGRAM HAD STATUS OF MAJOR ISSUE IN FY 74-75 CASP AND WAS LOWERED TO NON-MAJOR THIS YEAR ONLY AFTER SOME DEBATE WITHING CASP TASK FORCE, AND THEN IN PART BECAUSE THIS YEAR'S GUIDANCE PUT LOW CEILING ON NUMBER OF MAJOR ISSUES PERMITTED.) IF PRE-IG BELIEVES IT USEFUL, CT WOULD PROPOSE FOLLOWING ADDITIONAL PARAGRAPH FOR LEFT-HAND COLUMNS (ANTICIPATED CHALLENGES OR OPPORTUNITIES) ON PAGE 51:

"(O) THE ONE AREA OF GOM ECONOMIC AND SOCIAL POLICY TO WHICH THE USG CAN MAKE A SIGNIFICANT -- ALBEIT IN MOST INSTANCES INDIRECT -- CONTRIBUTION IS THE FAMILY PLANNING PROGRAM. THE GOM PROGRAM BEGAN OFFICIALLY ONLY ON JANUARY 1, 1973, BUT IT IS EXPANDING RAPIDLY. IT RELIES HEAVILY FOR ASSISTANCE ON THE UNITED NATIONS FUND FOR POPULATION ACTIVITIES (UNFPA), TO WHICH THE USG IS A MAJOR CONTRIBUTOR, AND TO A LESSER DEGREE ON VARIOUS PRIVATE ORGANIZATIONS, SOME OF WHICH RECEIVE AID FUNDS. THE USG SHOULD MAINTAIN THIS ASSISTANCE AND WHEN POSSIBLE MEET GOM REQUESTS FOR ADDITIONAL SUPPORT, E.G., THE PROVISION OF UNATTRIBUTED PUBLICATIONS BY AID'S REGIONAL
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PAGE 02 MEXICO 03468 02 OF 02 252052Z

TECHNICAL AIDS CENTER (RTAC). AT THE SAME TIME, THE EMBASSY POPULATION COMMITTEE MUST CONTINUE TO MONITOR CLOSELY ALL PROGRAMS AND PROPOSALS ORIGINATING IN THE U.S. OR WITH SOME OF THE MORE INDEPENDENT ELEMENTS OF THE GOM TO ENSURE THAT THEY ARE COMPATIBLE WITH

THE SENSITIVE MEXICAN POLITICAL CLIMATE ON THE
POPULATION ISSUE."

D. POLITICAL DEVELOPMENT OF MEXICO: CT ASKS THAT PRE-IG
RECONSIDER IMPORTANCE OF CHALLENGE SET FORTH ON PAGE 55.
ISSUE OF ARMS ENTERING MEXICO ILLEGALLY FROM U.S. IS, WE
BELIEVE, CONTINUING TO GROW IN IMPORTANCE IN GOM'S EYES,
AND WE EXPECT GREATER RATHER THAN LESSER PRESSURE FROM GOM
ON THIS POINT IN NEAR TERM. SINCE CASP WAS SUBMITTED, FOR
EXAMPLE, GOM HAS ARRESTED A CUSTOMS INSPECTOR IN GUAYMAS,
SONORA, AND CHARGED HIM WITH PERMITTING ENTRY OF A SHIPMENT
OF WEAPONS FROM THE U.S. ALLEGEDLY DESTINED FOR 23 SEPTEMBER
COMMUNIST LEAGUE. IT IS LIKELY THAT GOM WILL ASK USG TO
INCREASE EFFORTS TO CURTAIL SUCH TRAFFIC AT SOURCE, JUST
AS WE ASK GOM TO DO IN CASE OF NARCOTICS. (INDEED, GOM
OFFICIALS ALREADY CITING NEED FOR RECIPROCITY HERE, IN CONTRAST
TO LACK OF ANY CLEAR RECIPROCAL LINK BETWEEN NARCOTICS AND
ILLEGALS.) BELIEVE "MEDIUM" LOC FULLY JUSTIFIED AND
SHOULD REMAIN.

E. U.S. NATIONAL DEFENSE: HERE AGAIN, CT BELIEVES
THAT ITS ORIGINAL EXPLANATION OF ASSIGNED LEVEL OF CONCERN
(PAGE 61) IS VALID. IF IT WOULD HELP TO HIGHLIGHT THAT
EXPLANATION AND THE RELATED CHALLENGE THAT EXISTS
PARTICULARLY IN FIELD OF MILITARY SALES, CT SUGGESTS
MOVING THIS MATERIAL TO BEGINNING OF SECTION ON U.S.
NATIONAL DEFENSE; IT WOULD REPLACE THE ESSENTIALLY STATIC
ENVIRONMENTAL INDICATORS WHICH NOW APPEAR ON PAGE 58 AND
WHICH COULD EITHER BE RELEGATED TO LATER POSITION IN
SECTION OR BE DROPPED ENTIRELY. (TASK FORCE CONSIDERED
SUCH A POSSIBILITY BUT DECIDED TO STAY WITH ORDER OF
RELEVANT INDICATORS UNDER THIS INTEREST AS SET FORTH IN
PROCEDURAL GUIDANCE.) WE NOTE THAT, PER REF B,
DEFENSE CONCURS IN MAINTENANCE OF "MEDIUM" PRIORITY.

CONFIDENTIAL

CONFIDENTIAL

PAGE 03 MEXICO 03468 02 OF 02 252052Z

4. FMS CREDIT AND MAP TRAINING: CT SHARES STATE/DEFENSE
CONCERN (REFTELS) OVER ELIMINATION OF MEXICO FROM LIST OF
COUNTRIES AUTHORIZED TO RECEIVE MAP TRAINING OUTSIDE CONUS
AND STRONGLY ENDORSES REMEDIAL ACTION BY WASHINGTON AGENCIES.

5. LENGTH: CASP AS SUBMITTED TOTALED 64 PAGES OF TEXT AND
EIGHT PAGES (CONDENSED IN DEPT TO FOUR) OF TABLES. WE
CONSIDER THIS LENGTH -- WHICH REPRESENTS A REDUCTION OF
MORE THAN 50 PERCENT FROM PREVIOUS YEAR'S SUBMISSION -- TO
BE IN SUBSTANTIAL COMPLIANCE WITH 65-PAGE TARGET ESTABLISHED
IN A-10360.

6. PERSONNEL:

A. AMBASSADOR'S OVERVIEW STATEMENT EXPRESSES CONCERN OVER DECREASED STAFFING, BUT -- CONTRARY TO SECOND SENTENCE OF PARA 6B, REF A -- DOES NOT RPT NOT STATE A REQUIREMENT FOR ADDITIONAL STAFF.

B. DEPARTMENT-IMPOSED REDUCTIONS OF AMERICANS AND OF LOCALS (BOTH REFERRED TO IN OVERVIEW) WERE TREATED DIFFERENTLY IN TABLE 2 BECAUSE, AT TIME CASP WAS SUBMITTED, POST WAS CERTAIN THAT AMERICAN REDUCTIONS WOULD BE IN EFFECT BY BEGINNING OF FY 75 BUT WAS NOT CERTAIN WITH RESPECT TO LOCAL REDUCTIONS. THUS COMPARISON OF FY 74 ACTUAL FIGURE FOR AMERICANS (SUBTOTAL 164) AND FY 75 PLANNED FIGURE (SUBTOTAL 156) SHOWS REDUCTION OF EIGHT AMERICAN POSITIONS: THE FIVE MANDATED BY THE DEPT AND MENTIONED IN OVERVIEW, PLUS THREE CONSULAR SECTION POSITIONS NOW VACANT WHICH WE EXPECT WILL BE ABOLISHED. IF DEPT UNABLE TO RESTORE THE EIGHT LOCAL POSITIONS ALSO MENTIONED IN OVERVIEW, LOCAL EMPLOYEE FIGURES IN TABLE 2 FOR FY'S 75 AND 76 SHOULD BE REVISED TO SHOW SUBTOTAL EACH YEAR OF 375 VICE 383 AND STATE PERSONNEL TOTALS EACH YEAR OF 531 VICE 539.

C. BELIEVE ANY REMAINING QUESTIONS IN THIS REGARD CAN BE RESOLVED BY CONSULTATION WITH ARA-LA/MGT.
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